December 10, 2018

To: Members of the Board of Directors

From: Laurena Weinert, Clerk of the Board

Subject: OC Active: Project Update

<u>Regional Planning and Highways Committee Meeting of December 3, 2018</u>

Present: Directors Bartlett, Delgleize, M. Murphy, Nelson, Pulido, and Steel
Absent: Director Spitzer

Committee Vote

Following the discussion, no action was taken on this receive and file as an information item.

Staff Recommendation

Receive and file as information item.

To: Regional Planning and Highways Committee

From: Darrell E. Johnson, Chief Executive Officer

Subject: OC Active: Project Update

Overview

Preparation of a draft countywide active transportation plan is nearing completion. The plan will help ensure bicycle and pedestrian improvement efforts are coordinated between local jurisdictions and reduce the need for local agencies to develop similar plans to compete for state and federal grants. Public outreach and technical analysis have been completed, and recommendations with local jurisdictions are being confirmed before finalizing the OC Active Report. A project status update is presented for Board of Directors review and information.

Recommendation

Receive and file as an information item.

Background

OC Active evaluates needs and recommends active transportation (bicycle and pedestrian) improvements for all 35 local jurisdictions in Orange County. The OC Active Report (Report) provides information and analysis required by state guidelines for active transportation plans. By providing a recommended list of bikeway improvements and pedestrian focus areas, OC Active supports local agency efforts to secure funding to implement infrastructure improvements. This will also help guide countywide funding and program decisions.

Discussion

Project Goals

The Board of Directors approved the project goals to guide decision making during preparation of the Report. These goals were used to guide public outreach and technical analysis, and include the following:

- Reduce pedestrian and bicyclist collisions,
- Advance strategic walking and biking network,
- Enhance walking and biking access to transit,
- Improve high-need pedestrian areas,
- Strengthen stakeholder partnerships,
- Incorporate diverse community perspectives, and
- Leverage funding opportunities.

Public Outreach

Consistent with state requirements and project goals, a robust program of public outreach was developed to solicit community input and promote the project efforts by the Orange County Transportation Authority (OCTA). Public outreach occurred between February 2017 and October 2018. Feedback was solicited on active transportation needs and priorities to help inform the analysis. The project team reached out to Orange County residents through numerous outreach events and surveys as described below:

- Completed two public surveys related to walking and biking,
- Hosted project website and social media presence,
- Attended 76 community events and festivals for survey input and promotion,
- Developed the Chalk, Walk & Roll Contest where elementary, middle, and high school could win a donated skateboard or bicycle rack through artwork submission,
- Partnered with the Orange County Healthcare Agency to facilitate the Walk to School Day participation by five local elementary schools on October 10, 2018, and
- Partnered with the Anaheim Police Department for the "Cruise with a Cop" community safety event at Maxwell Park in the City of Anaheim on March 24, 2018.

The following themes were heard during public engagement:

- Interest in better connections to parks, downtown areas, schools, jobs and retail centers, and transit,
- Preference for more and improved crosswalks, better nighttime lighting, and more shade/landscaping for people walking,
- Preference for separated bikeways and buffered bike lanes for people bicycling, and
- Desire for educational campaigns addressing motorist, pedestrian, and bicyclist behaviors.

In addition to public outreach efforts, OCTA formed a Stakeholder Working Group (SWG) for agencies and community advocates to provide input on the Report. The SWG consisted of representatives from local jurisdictions and advocacy organizations, the Orange County Council of Governments (OCCOG), and the California Department of Transportation. These meetings provided valuable input using the following guidelines:

1. Provide technical and strategic recommendations during development of OC Active,
2. Identify potential outreach activities to solicit input on the survey tool, and
3. Promote OC Active to community members.

Additionally, the project team made multiple presentations to community members, the OCCOG Technical Advisory Committee, OCTA's Technical Advisory Committee, and the OCTA Citizens Advisory Committee Bike and Pedestrian Subcommittee.

Pedestrian Mapping

Orange County's pedestrian network is comprised of sidewalks, multi-use trails, pedestrian bridges, and other walking infrastructure designed to help people access key destinations, including schools, employment centers, parks, and transit. The county is home to a diverse network of pedestrian conditions. As such, pedestrian activity and needs vary substantially throughout the county. Currently, few Orange County cities have started or completed a dedicated planning document focused on pedestrian improvements.

Analysis of pedestrian network needs and opportunities identified pedestrian focus areas located throughout the county using a geographic information systems analysis. This analysis used factors such as key destinations, community demographics, socioeconomic and health data, as well as potential barriers to pedestrian travel, such as roadways with high traffic volumes, railroads, waterways, and freeways. A detailed map is provided in Attachment A for each jurisdiction to help local agencies identify and prioritize the implementation of pedestrian infrastructure improvements.

The pedestrian mapping prepared through OC Active is the first ever countywide analysis of pedestrian needs. This comprehensive approach provides the opportunity to leverage the results for future improvements in high-need areas, and better position local agencies for funding and grant pursuits.

Bikeways Mapping

The Report identifies existing and planned bikeways using the following three key bikeway layers:

- Local bikeways: Each jurisdiction's locally-adopted bikeways are incorporated into the Report,
- Regional bikeways: OCTA has completed four studies identifying 41 regional bikeway corridors linking key regional destinations countywide. OC Active incorporates these regional bikeways into one document, and
- Regional connectors: OC Active proposes the Orange County Regional Connectors. These connectors will leverage the regional bikeways into branded corridors that can advance project implementation.

The layered bikeway network identified in the Report will provide the basis for improvements in the transportation network to serve people biking. Furthermore, prior investments and planning efforts on regional bikeways can be leveraged to utilize the success of the OC Loop. This will support future improvements throughout central and south county, creating better links to employment centers and transit.

Funding Compliance

OC Active provides information and analysis required by the state guidelines for active transportation plans. By providing a list of both bikeway improvements and pedestrian focus areas, OC Active positions local agencies to secure funding to implement infrastructure improvements. These results will also help guide countywide funding and program decisions.

Next Steps

OC Active has been a multi-year effort with great collaboration. This included extensive public outreach, as well as strong collaboration across public health and law enforcement sectors to develop a master plan addressing both bicycle and pedestrian issues countywide. The final Report will guide active transportation investments and empower local agencies to secure funding for infrastructure and non-infrastructure improvements countywide. The draft OC Active Executive Summary is provided in Attachment A.

OCTA will continue working with agency staff and community members to advance active transportation measures for a safer community with greater transportation choices available for all Orange County residents.

Summary

Staff is finalizing the Report, which includes bicycle and pedestrian topics. The final Report will assist local jurisdictions with active transportation improvements when pursuing funding for implementation.
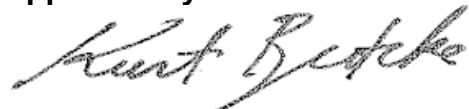
Attachments

A.   OC Active Orange County's Bike + Ped Plan, Draft Executive Summary

Prepared by: **Approved by:**

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OC ACTIVE

ORANGE COUNTY'S BIKE + PED PLAN
EXECUTIVE SUMMARY

OCTA

IBI

EXECUTIVE SUMMARY

OC Active: Orange County's Bike + Ped Plan is the first countywide Active Transportation Plan (ATP) for Orange County. The Orange County Transportation Authority (OCTA) has developed this plan to provide a framework for bikeway and pedestrian planning across the county, and to be compliant with the Caltrans Active Transportation Program (ATP) guidelines. This will allow local cities and the County of Orange to use this document as a foundation to apply for state funding to plan and implement local bicycle and pedestrian projects.

Plan Goals

Seven distinct goals were identified to guide decision making during the preparation of OC Active. The goals help to ensure OC Active supports regional mobility needs and empowers local jurisdictions to provide a responsive transportation network. During the development process, these goals were discussed with the OC Active Stakeholder Working Group (SWG), the Orange County Council of Governments (OCCOG) Technical Advisory Committee, OCTA's Technical Advisory Committee, and the Citizens Advisory Committee Bike and Pedestrian Subcommittee.

1 REDUCE PEDESTRIAN & BICYCLIST COLLISIONS

OCTA and local agencies in Orange County are very interested in reducing the number of fatal and serious injury collisions involving bicyclists and pedestrians. Continued investment in the active transportation network will also close gaps in the system and address challenges for improved safety.

2 ADVANCE STRATEGIC WALKING & BIKING NETWORK

Bicycle and pedestrian facilities that provide safe and convenient access to major destinations, schools, and parks are essential to maintaining Orange County's high quality of life. Facilities that connect multiple cities are also important to increase mobility and encourage use of active transportation modes.

3 ENHANCE WALKING & BIKING ACCESS TO TRANSIT

As the regional transit operator in Orange County, OCTA is interested in improving access to transit for residents throughout Orange County, helping to improve mobility and increase transit ridership.

4 IMPROVE HIGH-NEED PEDESTRIAN AREAS

The plan identifies areas throughout Orange County where the need for improved pedestrian infrastructure is high compared to the county as a whole. Mapping the pedestrian realm high need areas will help guide investment for improved mobility, safety, and equity.

5 STRENGTHEN STAKEHOLDER PARTNERSHIPS

OC Active builds on a history of OCTA, the County, and local cities cooperating together to plan and implement regional bicycle and pedestrian infrastructure. This plan identifies strategies and opportunities to continue and strengthen these partnerships going forward.

6 INCORPORATE DIVERSE COMMUNITY PERSPECTIVES

The community outreach effort focused on connecting with residents throughout Orange County. The plan strategies and recommendations are strengthened by the diverse and widespread input received during the project engagement with the community.

7 LEVERAGE FUNDING OPPORTUNITIES

OCTA is focused on helping local cities to pursue and obtain grant funding to support the planning, design, and construction of the active transportation improvements identified in OC Active. This plan will serve as the foundation for local agencies to pursue funding opportunities for project implementation.

Public Outreach

The public outreach effort conducted in support of OC Active was focused on engaging and involving residents located throughout Orange County. The effort sought to maximize participation from disadvantaged communities within the county, while also creating fun and educational events and contests that encouraged participation from youth. Several key outreach efforts included:

- ☑ Speaking and hosting booths at seventy-six (76) community events in 2017 and 2018

- ☑ An online and in-person survey focused on issues and opportunities related to walking was conducted in conjunction with the community events

- ☑ A Chalk, Walk, And Roll contest in Fall 2017 where local schools were invited to create art work using chalk that illustrated safe walking and bicycling activity

- ☑ A Connect With A Cop event in March 2018 where OCTA partnered with a local police department for a fun and educational event

- ☑ Participation in International Walk to School Day in October 2018 to promote project awareness and obtain input for a second survey, focused on bicycling improvements

Pedestrian Network

Orange County's existing pedestrian network is comprised of sidewalks, multi-use trails, pedestrian bridges, and other walking infrastructure designed to help people access key destinations including schools, employment centers, parks, and transit. The county is home to a diverse network of pedestrian conditions. Consequently, the amount of pedestrian activity and need varies substantially throughout the county.

The OC Active pedestrian network analysis mapped the highest need pedestrian focus areas countywide and provides a detailed map for each jurisdiction countywide. The focus areas were identified using a Geographic Information Systems (GIS) analysis. This incorporated multiple criteria including key destinations, community demographics, socioeconomic and health data, as well as potential barriers to pedestrian travel such as roadways with high traffic volumes, railroads, waterways, and freeways. Public input from the project survey was incorporated into the technical analysis, as well as OCTA-prepared mapping of sidewalk gaps along major roadways countywide.

GIS modeling was prepared focusing on three key categories; attractors, generators, and barriers. Combining these three layers of GIS analysis for each category provides a heat map indicating the highest need areas.
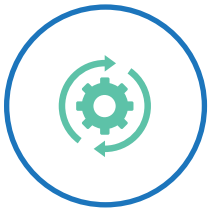
Generators

These are demographic, socioeconomic and health data indicating potential pedestrian volume based on how many people live and work within each city. Examples of generators are population and employment density and primary mode of transportation to work. Socioeconomic and health data examples include median household income, CalEnviroscreen (a land use planning tool), free or reduced meal programs, vehicle ownership and age density.

Barriers

These are features likely to discourage or detract people from walking. These are generally physical limitations such as areas with high numbers of pedestrian related collisions, low levels of pedestrian level of comfort, or physical barriers including rail crossings, bridges, and freeway interchanges.
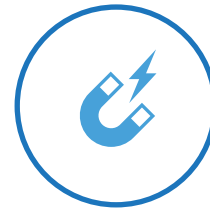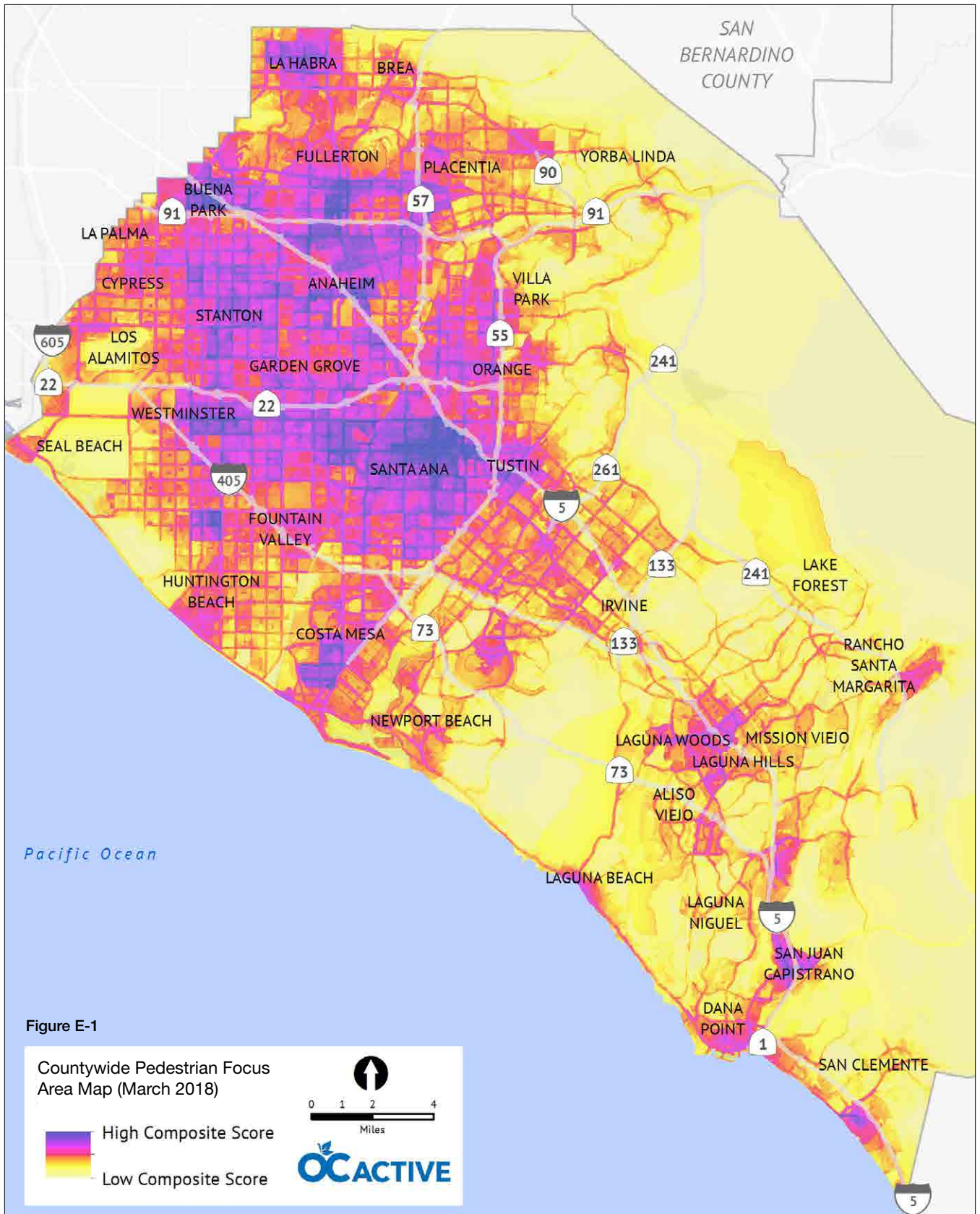
Attractors

These are pedestrian-related geographic features likely to attract pedestrians. Examples of these key destinations are schools, transit, community attractions, parks and shopping centers.

Key Categories
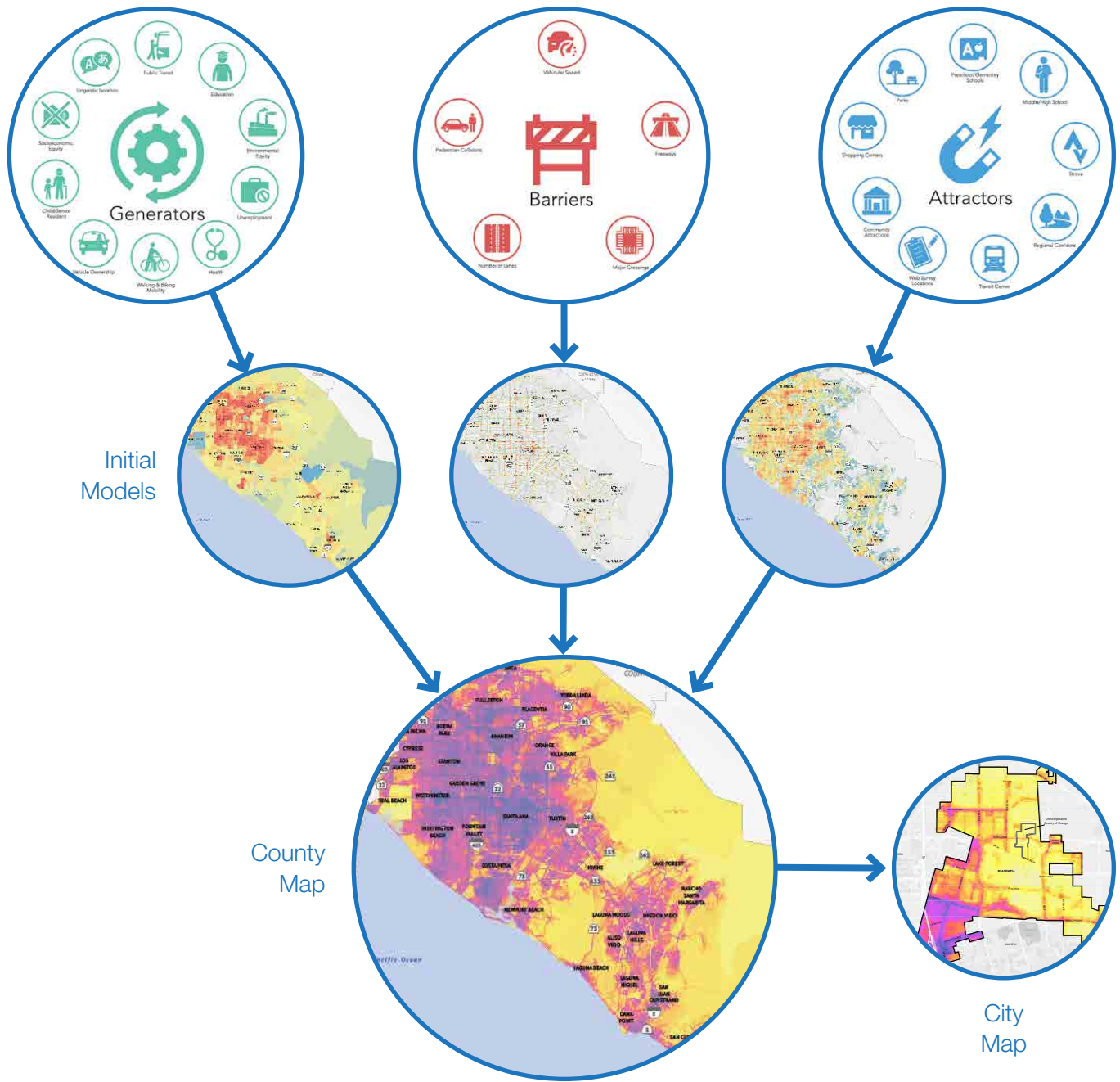
Using the criteria and analysis based on the pedestrian priority model, individual pedestrian focus area maps were produced for the entire county. This includes all 34 cities in Orange County, and the major unincorporated areas under the jurisdiction of the County of Orange. The pedestrian focus area maps highlight the likely areas of greatest activity and demand for pedestrian travel. The jurisdictional maps are intended to help local agencies to identify and prioritize implementation of pedestrian infrastructure improvements and better position those agencies for local funding and grant pursuits. Figure E-1 below illustrates the countywide pedestrian priority model forecast. Figure E-2 illustrates a representative City pedestrian priority model forecast for the City of Placentia. Similar maps are provided for each jurisdiction.

Figure E-1

Countywide Pedestrian Focus Area Map (March 2018)

High Composite Score

Low Composite Score

0 1 2 4 Miles

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Figure E-2 - City of Placentia Pedestrian Focus Area Map

Bikeways Network

OC Active establishes a comprehensive multi-layered bikeway network consisting of local, regional, and connector facilities. Collectively the implementation of the distributed network will provide access across jurisdictional boundaries connecting to regional destinations as well as local neighborhoods. OC Active maps and includes existing and planned bikeways using the following three key bikeway layers:

- **Local Bikeways:** Each jurisdiction has a locally-adopted set of bikeways that are incorporated into OC Active. Where jurisdictions haven't identified a prioritized list of planned bikeways, the OC Active report provides a list to satisfy state requirements. The planned local bikeways were analyzed and prioritized using a set of defined evaluation criteria that take into account several factors, including cost efficiency, demographics, safety, trip demand, and connectivity with other existing and planned bikeways. The OC Active study doesn't change any locally adopted plans for future bikeways, rather it incorporates local planning into a comprehensive master plan. The OCTA-produced Commuter Bikeways Strategic Plan (2009) was prepared to map local bikeways and is superseded by the OC Active report. Figure E-3 shows the local bikeway network for all local agencies in Orange County.

- **Regional Bikeways:** Between 2011 and 2016, OCTA completed four studies identifying 41 regional bikeway corridors that link to key regional destinations countywide. As shown in Figure E-4, OC Active incorporates all 41 regional bikeways under one cover to minimize need to review four separate documents.

- **Regional Connectors:** During preparation of OC Active, the SWG was asked how the regional bikeways could be leveraged into a successful branded bikeway like the OC Loop. The OC Loop combined several regional bikeways into a large multi-jurisdictional corridor with cohesive branding. The SWG recommended loops and linear corridors that would serve employment centers and access to transit. The OC Active report has linked various regional bikeways into the Orange County Regional Connectors as shown in Figure E-5.
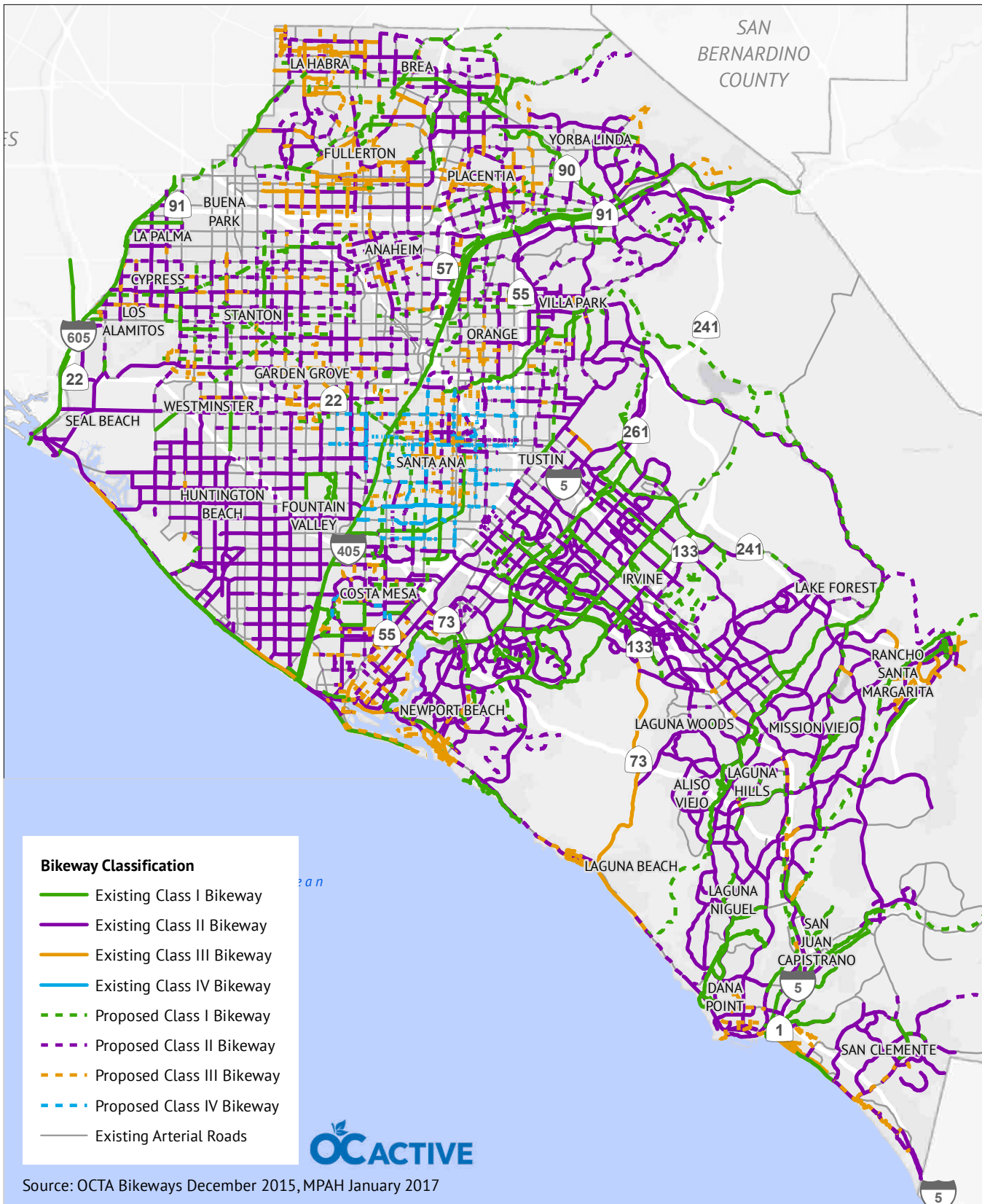
Bikeway Classification

— Existing Class I Bikeway
— Existing Class II Bikeway
— Existing Class III Bikeway
— Existing Class IV Bikeway
- - - Proposed Class I Bikeway
- - - Proposed Class II Bikeway
- - - Proposed Class III Bikeway
- - - Proposed Class IV Bikeway
— Existing Arterial Roads

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Source: OCTA Bikeways December 2015, MPAH January 2017

Figure E-3 - Orange County Local Bikeways

OCTA Regional Bikeways

— Built
--- Not Built
— Existing Arterial Roads

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Source: OCTA Regional Corridors January 2016, MPAH January 2017

Figure E-4 - Orange County Regional Bikeway Corridors

Figure E-5 - Orange County Regional Connectors
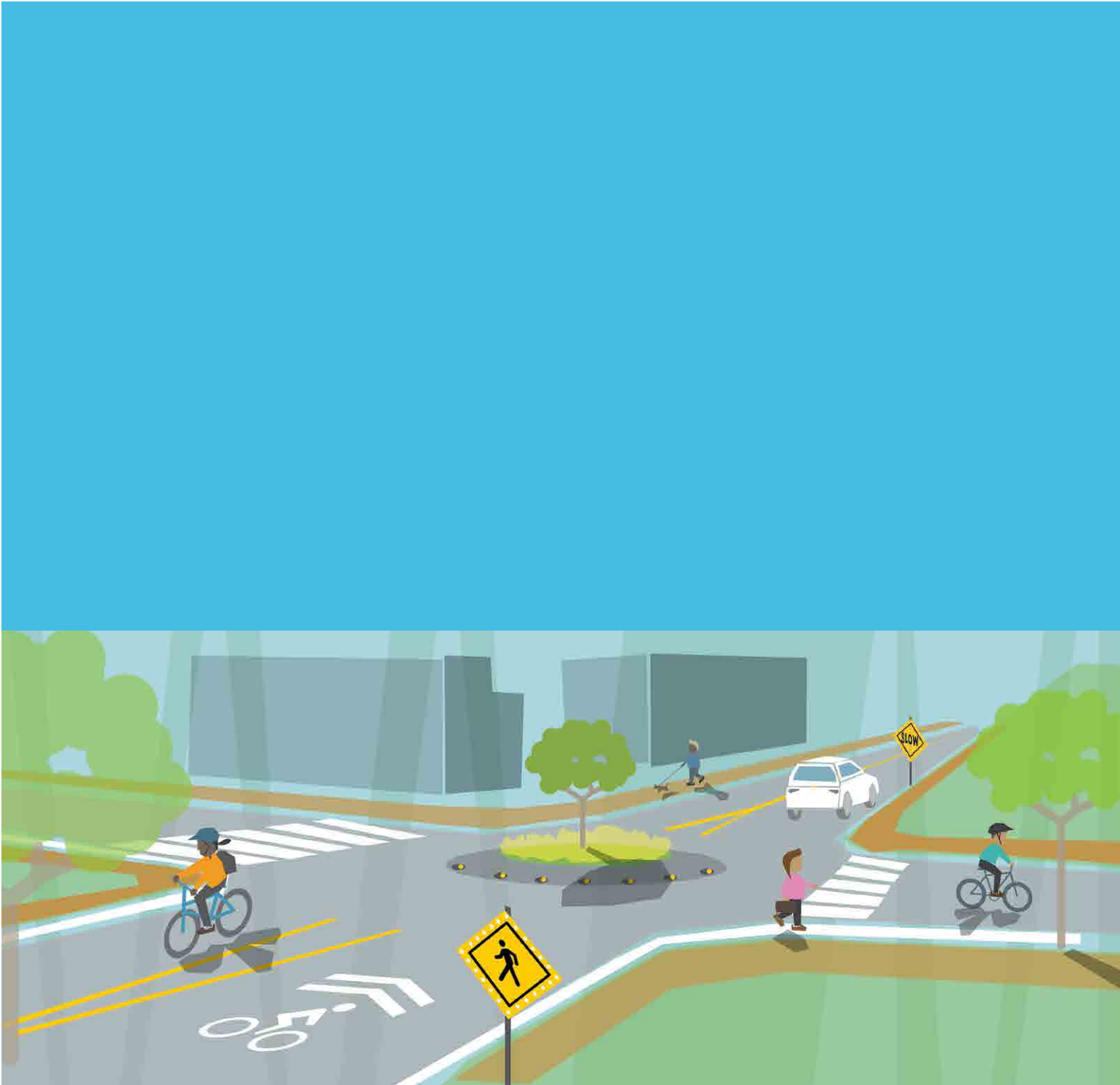
Active Transportation Toolkit

To assist local agencies, a comprehensive toolkit has been developed that provides best practices for infrastructure design concepts as well as non-infrastructure methods (education, encouragement, enforcement, and evaluation). The toolkit compiles best practices from public agencies and municipalities nationwide. The toolkit is available for use by OCTA and local agencies throughout Orange County as they endeavor to improve the system across disciplines.

Implementation

The feedback received through the public outreach efforts indicates the public is interested in seeing improvements to the active transportation network serving people walking and biking throughout Orange County. OC Active identifies infrastructure improvements and clarifies roles and responsibilities for future implementation. Overall, implementation is a collaborative process and requires partnerships between local agencies, Caltrans, OCTA, advocates and other stakeholders. A list of recommended actions is provided within the report to continue to improve active transportation infrastructure and programs to address safety countywide.

Funding Strategies

Funding assistance can be provided through federal, state, and local government agency programs aimed at improving active transportation infrastructure. It is important that communities are made aware of funding sources and that the proper procedures are followed to maximize successful grant pursuits. Funding for active transportation projects is highly competitive, so this report provides a summary of funding opportunities by source with details regarding eligibility, use and requirements associated with funding sources.

OCACTIVE :

Project Update

Project Goals

Board-Approved Goals

- Reduce pedestrian and bicyclist collisions
- Advance strategic walking and biking network
- Enhance walking and biking access to transit
- Improve high-need pedestrian areas
- Strengthen stakeholder partnerships
- Incorporate diverse community perspectives
- Leverage funding opportunities

Board – Board of Directors

Community Engagement

Dynamic Public Outreach

- Completed two public surveys
- Solicited input at 66 community events and festivals
- Engaged with OCTA stakeholders:
  - Citizens Advisory Committee Bicycle and Pedestrian Subcommittee
  - Teen Council
  - Diverse Community Leaders Committee
  - Technical Advisory Committee
- Collaboration with Partners
  - OCCOG Technical Advisory Committee
  - Alliance for a Healthy Orange County

What we heard -

Better bike and pedestrian access to:

- Parks
- Downtown areas
- Schools
- Jobs & retail
- Transit

OCTA – Orange County Transportation Authority
OCCOG – Orange County Council of Governments

Community Engagement (cont'd)

## Dynamic Public Outreach (Cont'd)

- Stakeholder working group
  - 20-30 staff from local agencies and advocacy groups
- Partners in community events
  - California Department of Transportation
  - Orange County schools
  - Orange County Health Care Agency
  - Local police departments
  - Local agencies

# Pedestrian Analysis

Modeling High-Need Areas

- Data analysis and weighting for composite map

- Highlight potential focus areas

- Position cities for funding improvements

- City-by-city maps created

  - Refer to representative City of Placentia map
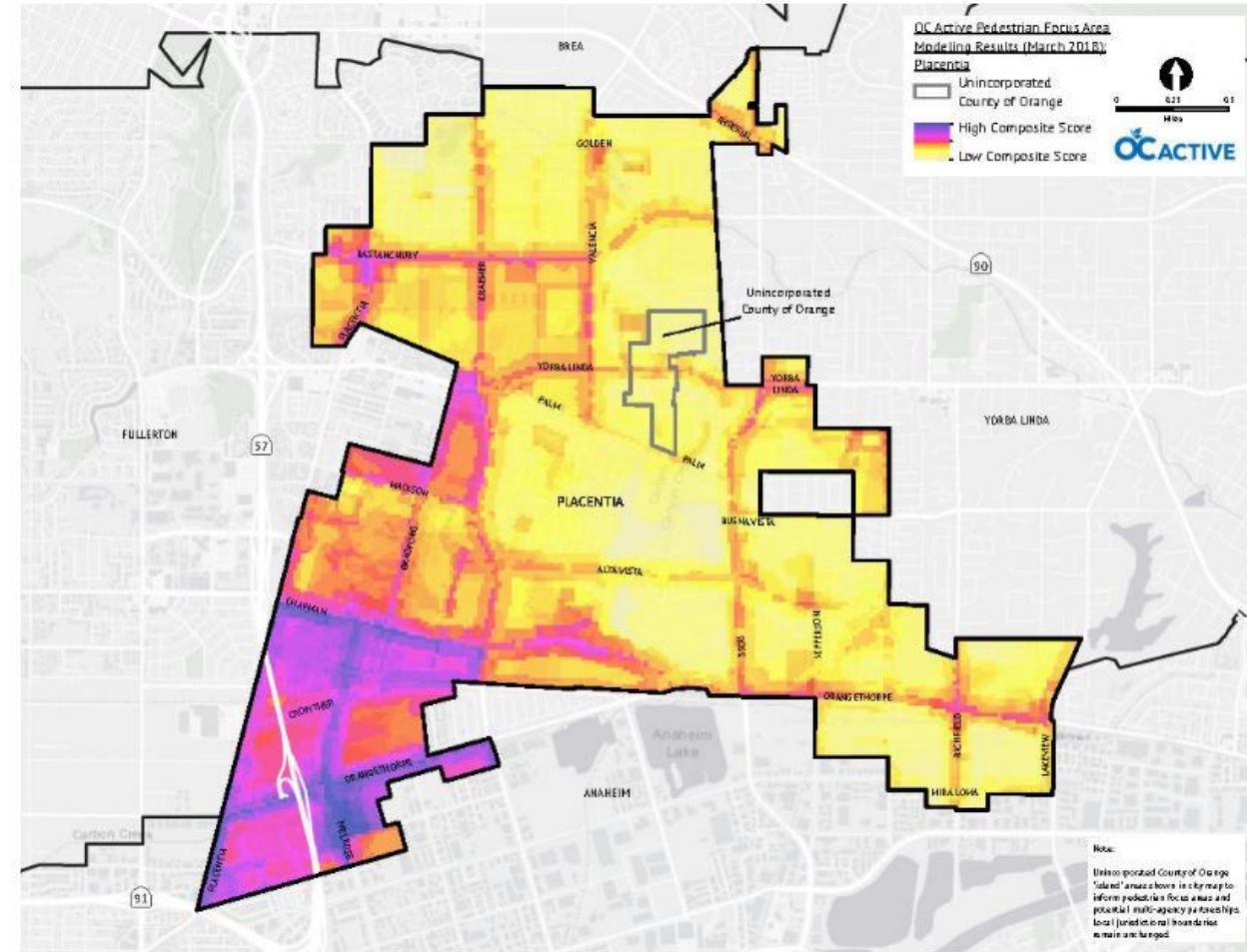
Bikeways Analysis

## Identification of Planned Bikeways

- Prioritize implementation
- Provide cost estimates
- Position cities for funding improvements
- City-by-city maps created
  - Refer to representative City of Placentia map
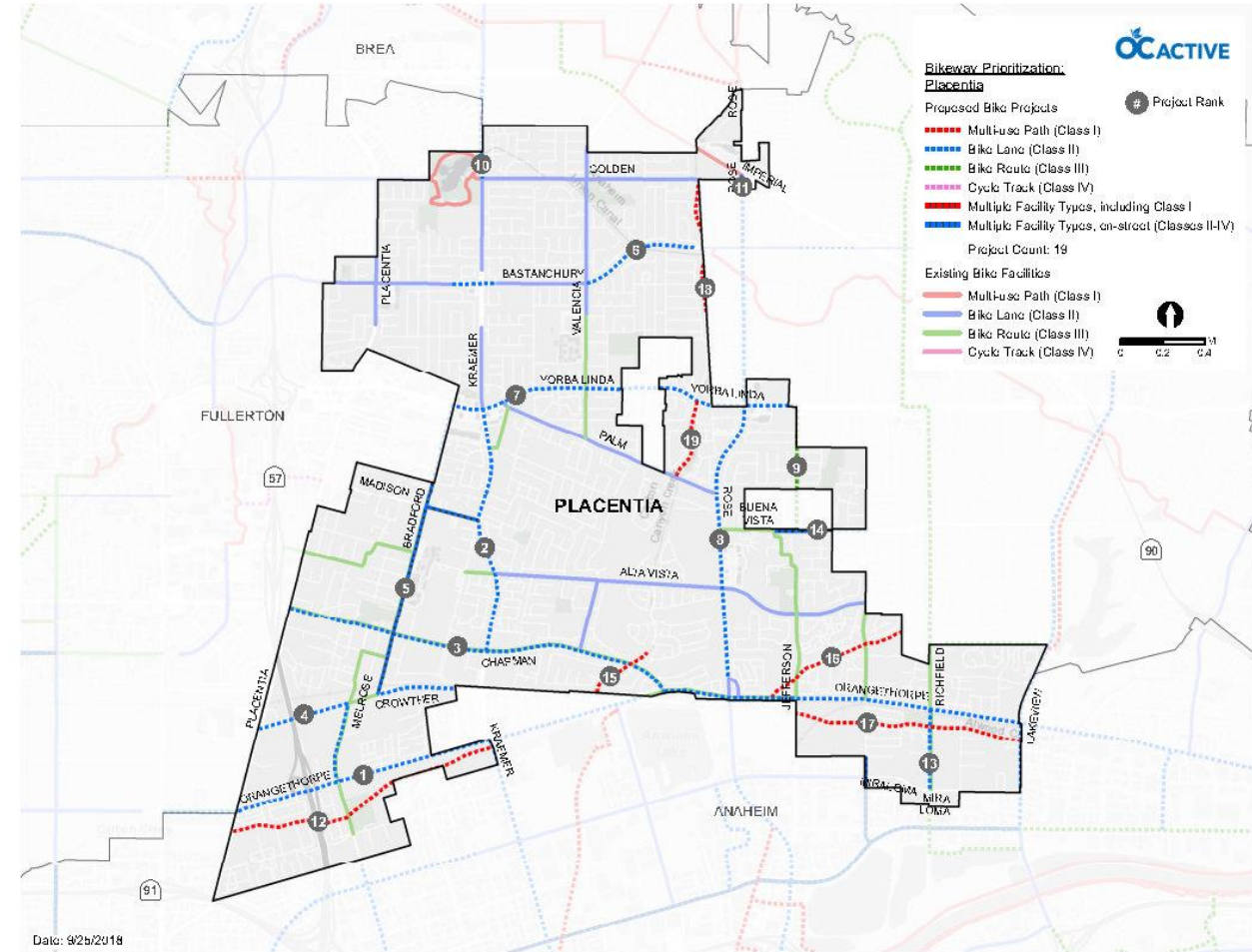
Bikeways Analysis (cont'd)

Layered Bikeway Network

- Local city/county bikeways

- 41 Regional bikeways

- Regional connectors

    - Utilizes regional bikeways

    - Backbone network for countywide access

    - Branding to support implementation
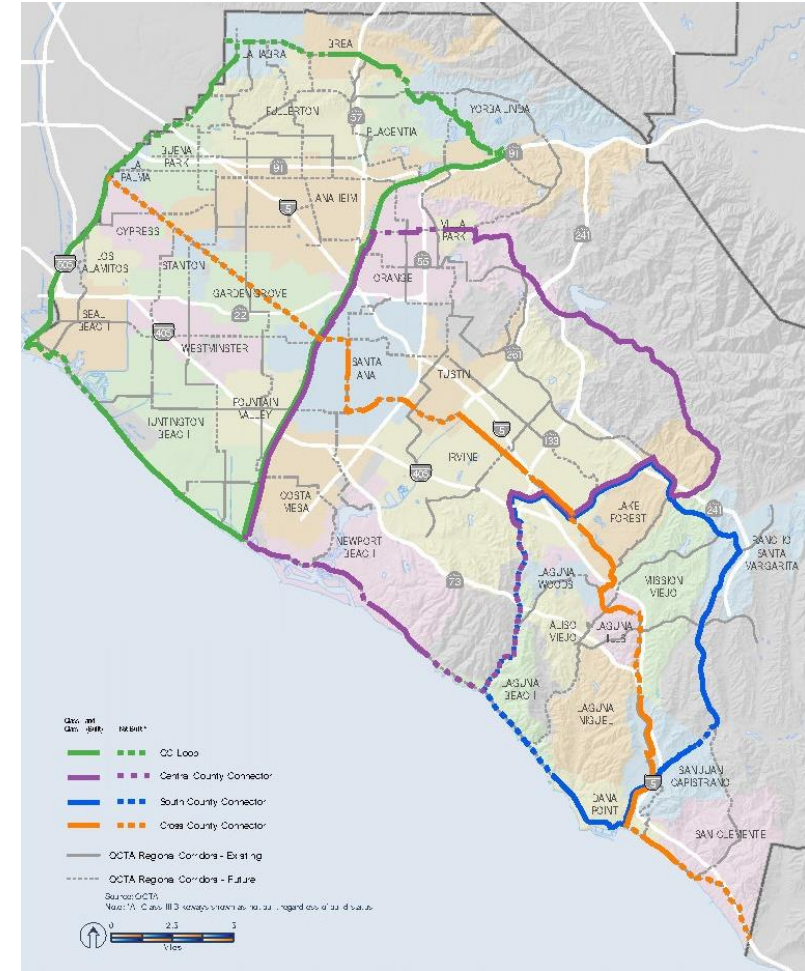
Tools for Local Success

- Pedestrian focus area mapping
- Layered bikeway network
- Non-infrastructure Recommendations
- Funding guidance opportunities
- OC Active addresses state requirements

Next Steps

- Continue cross-sector collaboration
- Engage community to advance improvements
- Pursue funding improvements
  - Infrastructure
  - Non-infrastructure
- Synergy with on-going active transportation efforts
- Grow network and improve safety